

GROWTH MANAGEMENT PLANNING COUNCIL AGENDA ITEM
KING COUNTY, WASHINGTON

AGENDA TITLE: GMPC Work Plan Update: Update of Countywide Planning Policies and Growth Targets

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SUMMARY

The King County Countywide Planning Policies (CPPs) were initially adopted in the early 1990s. Several factors have emerged that indicate the need for a comprehensive review and update of the CPPs by the Growth Management Planning Council (GMPC) over the next two years. Reasons to initiate this task include regional policy changes in VISION 2040 and the degree to which current CPPs are dated with respect to changes within the county and at the state level. Staff have also recommended updating King County's growth targets to incorporate new OFM population projections, to achieve consistency with policy guidance in Vision 2040, and to meet the planning needs for local comprehensive plan updates due in 2011. Following is a discussion of the work program proposed for 2009 and 2010 to update the CPPs and growth targets.

BACKGROUND ON COUNTYWIDE PLANNING POLICIES

In enacting the Growth Management Act (GMA) in 1990, the State of Washington required that counties planning under the act, in cooperation with the cities located within them, to adopt Countywide Planning Policies (see **RCW 36.70A.210**). GMA defines a CPP as "a written policy statement or statements used solely for establishing a county-wide framework from which county and city comprehensive plans are developed and adopted pursuant" to GMA.

The King County CPPs were initially adopted by Growth Management Planning Council and ratified by King County and its cities in 1992 (Phase I) and 1994 (Phase II). The CPPs address a range of policy areas, consistent with the requirements of **RCW 36.70A.210**, to include:

- Critical Areas
- Land Use Patterns
- Transportation
- Community Character and Open Space
- Affordable Housing
- Contiguous and Orderly Development
- Economic Development
- Regional Finance and Governance

Since 1994, the CPPs have been amended to address policy updates on an as-needed basis but the CPPs generally remain in the condition and context as originally adopted. Previous amendments have included: the establishment of a review and evaluation program (Buildable Lands Program), policy map changes, and the update of household and job growth targets.

APPLICABLE COUNTYWIDE PLANNING POLICIES

FW-1, STEP 9. Amendments to the Countywide Planning Policies may be developed by the Growth Management Planning Council or its successor, or by the Metropolitan King County Council, as provided in this policy. Amendments to the Countywide Planning Policies, not including amendments to the Urban Growth Area pursuant to Step 7 and 8 b and c above, shall be subject to ratification by at least 30 percent of the city and County governments representing 70 percent of the population in King County. Adoption and ratification of this policy shall constitute an amendment to the May 27, 1992 interlocal agreement among King County, the City of Seattle, and the suburban cities and towns in King County for the Growth Management Planning Council of King County.

WHY UPDATE THE CPPs AND GROWTH TARGETS NOW?

As reported to the GMPC in April 2008, several factors currently support a decision to conduct a comprehensive review and update of both the Countywide Planning Policies and growth targets. These factors are discussed in turn below.

VISION 2040 and the Multicounty Planning Policies

In April 2008 the Puget Sound Regional Council General Assembly adopted VISION 2040, the long-range growth, economic, and transportation strategy for the four-county central Puget Sound region. VISION 2040 establishes a regional vision for the desired pattern of population and job growth through 2040 and contains new and amended Multicounty Planning Policies (MPPs) that provide a regional framework and guidance for other regional plans, CPPs, and local comprehensive plans. The MPPs specifically call for Countywide Planning Policies to be updated to address the newly adopted MPPs as is necessary:

MPP-G-2 Update countywide planning policies, where necessary, prior to December 31, 2010, to address the multicounty planning policies in VISION 2040 (VISION 2040, p. 33).

Pursuant to MPP-G-2, a number of CPP policy areas will need to be expanded or amended to align with VISION 2040. A precursory review of these policy areas is included below on page five as well as in the matrix in Appendix A of this report.

Vision 2040 also provides substantive guidance and calls for regional consistency in setting growth targets. Local growth targets should be consistent with the regional growth strategy established in VISION 2040.

MPP-DP-3 Use consistent countywide targeting processes for allocating population and employment growth consistent with the regional vision, including establishing: (a) local employment targets, (b) local housing targets based on population projections, and (c) housing and employment targets for each designated regional growth center (VISION 2040, p. 47).

In an effort to collaborate on regional technical guidance and to facilitate cross-county coordination, the Puget Sound Regional Council has convened a Land Use Technical Advisory Committee (LUTAC).

OFM Population Projections and Growth Targets

RCW 36.70A.110 requires counties and cities to plan for growth consistent with population projections produced by the OFM. **RCW 43.62.035** authorizes the Washington State Office of Financial Management (OFM) to produce county population projections every five years for the purposes of growth management planning. Household targets currently contained in the CPPs and local comprehensive plans are based on the OFM population projections released in 2002.

The Growth Management Act (**RCW 36.70A.130**) establishes update schedules for Urban Growth Areas and local comprehensive plans. Based on the fact that the next plan updates are due by December 2011 and that the next UGA review are due to occur in 2012/2013, staff have made a preliminary recommendation that GMPC adopt new growth targets in 2009.

CPPs Are Increasingly Out-Of-Date

As originally drafted in the early 1990s, the King County CPPs described a vision for the county for the 1992-2012 planning period that was a departure from patterns of development prior to passage of the Growth Management Act (GMA). The CPPs established a framework for the initial round of local comprehensive plans under GMA that were adopted in the mid-1990s.

To maintain the CPPs as a living relevant document, a general policy update should incorporate current information on the county and its cities. In addition, with local governments moving into a third round of comprehensive planning under GMA, the focus of the CPP document should shift from initial plan adoption to the ongoing and evolving implementation of GMA and countywide policies.

Finally, CPPs should be reviewed and amended to ensure that they accurately reflect current state law, state agency guidance, and recent hearings board decisions. Of particular importance, the Department of Community, Trade, and Economic Development is now in the process of updating Washington Administrative Code (WAC) guidelines to help local governments interpret and implement the GMA. The updated WACs, which are anticipated to be adopted in mid-2009, will likely provide new and expanded substantive guidance for countywide planning policies.

ANTICIPATED WORK PROGRAM:

To bring the CPPs into alignment with VISION 2040, account for OFM's new population projections, and update CPPs as discussed above, staff envisions a two-phase work program (see Appendix B). *Phase I* will focus on establishing appropriate job and housing targets for the county's 40 jurisdictions. This work has already begun and will continue through 2009 with anticipated GMPC adoption in fall 2009. *Phase II* will update the CPPs' text and policy language to comply with the regional strategy established in VISION 2040, making other amendments as deemed appropriate. This phase will begin in earnest by year-end 2008 with final GMPC adoption of the CPPs in 2010. Phases I and II are discussed in turn below.

Phase I: Growth Targets

At the April 16, 2008, meeting of the GMPC, the council directed staff to initiate work toward development of new growth targets as a first phase of the overall CPP update work program. Growth targets are policy statements contained in the CPPs that establish the minimum number of households and jobs that each city and urban unincorporated area must accommodate in its comprehensive plan and development regulations. The current set of CPP targets was adopted in 2002 and covers the planning period extending from 2001 to 2022. New targets would extend to 2030 or later.

Beginning in July 2008, the Interjurisdictional Team (IJT), which provides staff support to GMPC, convened a Growth Targets Committee comprised of planning directors and other senior planning staff from jurisdictions throughout the county. To date, the Committee has met three times, with an initial focus on establishing a procedural and technical framework for allocating targets. Major issues include:

- Maintaining continuity with principles that guided the last round of target allocations, such as subarea jobs-housing balance, limiting growth in rural areas, and focusing growth in urban centers
- Achieving consistency with MPPs and targets guidance in VISION 2040, such as setting targets in terms of housing units (as opposed to households) and aligning our county and city allocations with the percent shares of growth set forth for each county and "regional geography" in the regional growth strategy
- Updating technical assumptions, including baseline and targets horizon years, appropriate use of OFM and PSRC forecasts, and demographic factors such as future average household size, vacancy rates, and group quarters share
- Clarifying the impact of state law, MPPs and CPPs on the substance of the growth targets and the timing of their adoption
- Inclusion of a stakeholder involvement process

Anticipating growth target adoption in 2009, the Committee has developed a one-year timeline for their work. Accordingly, staff will brief GMPC in early 2009 on methodology and policy framework for the new targets, including any proposed amendments to existing CPP language. GMPC would consider staff-recommended draft housing and job growth target numbers in late spring. *Phase I* will be complete with adoption and ratification of final targets in fall 2009.

Phase II: CPP Update

As above, *Phase II* will update the text and policies contained in the CPPs to address newly amended MPPs adopted in VISION 2040. To complete this work, IJT staff has convened a CPP Update Committee comprised of IJT members and additional King County staff as well as PSRC staff in an advisory capacity. To date, IJT staff have completed a precursory review of MPP amendments (see Appendix A) and prepared an anticipated timeline for the CPP update process (see Appendix B). The CPP Update Committee expects to finalize an MPP-CPP review and draft a comprehensive scope of work for GMPC consideration in fall 2009.

Appendix A provides a matrix which identifies those MPP amendments which may need to be addressed in existing CPP policy areas. In summary, amendments have been identified in the following MPP policy areas:

- ***Environment.*** This is a new policy area in the MPPs and includes policies that focus on environmental stewardship, preservation of natural systems, air and water quality, and climate change.
- ***Development Patterns.*** This policy area has been expanded to include: prioritization of funding (for transportation infrastructure and economic development) for regional growth centers. Three new sections have been added to this policy area: *Unincorporated Urban Growth Area, Regional Design, and Built Environment and Health.*
- ***Housing.*** This policy area encourages a desirable jobs-housing balance throughout the region. It also prioritizes regional funding to advance housing development in regional growth centers. Other policies encourage specific development and regulatory practices to advance a range of housing options.
- ***Economy.*** This policy area now calls for support of the Prosperity Partnership's emerging industry clusters (IT, Aerospace, Trade/ Logistics, Clean Technology, Life Sciences).
- ***Transportation.*** This policy area now includes provisions for clean transportation, context-sensitive capital improvements and "complete street" planning.
- ***Public Services.*** This policy area includes a conceptually new goal to support development and services that conserve energy and environmental resources.

The degree to which these MPP amendments will shape the CPP update process will be further examined and will ultimately establish the comprehensive scope of work.

As shown in Appendix B, the CPP Update Committee would present draft CPP policies for GMPC review in winter/spring 2010, with a stakeholder involvement process and GMPC adoption in fall 2010. *Phase II* will be complete with ratification of the amended Countywide Planning Policies by year-end 2010.

STAFF RECOMMENDATION:

No action is required of the GMPC at this time. This staff report is provided to the council as an informational briefing on progress in the Countywide Planning Policy update work. Proposed growth targets will be brought to the GMPC in 2009 for action." Staff will continue to brief the council through the course of this work, with anticipated completion in 2010.

Attachments:

Appendix A: Multicounty Planning Policies- King County Countywide Planning Policies Matrix

Appendix B: King County Growth Targets and Countywide Planning Policies Update Timeline